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MANAGEMENT AUDIT REPORT
of
BUREAU OF PERSONNEL
Department of Public Works

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Bur. of personnel]
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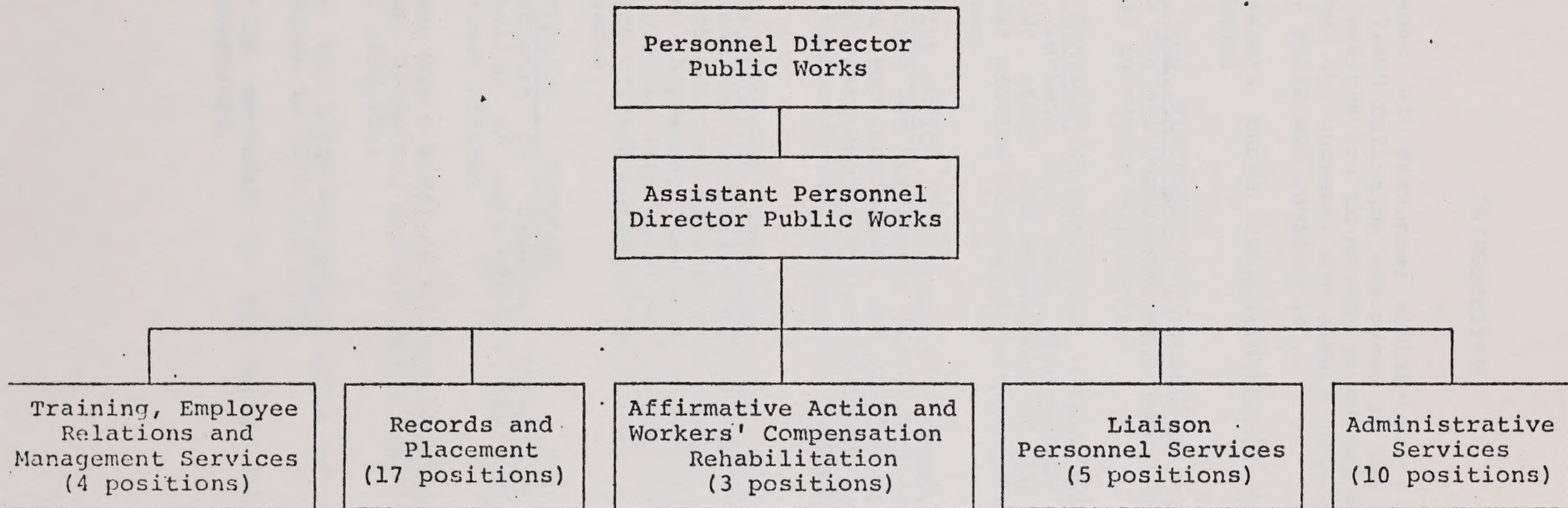
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ORGANIZATION CHART
BUREAU OF PERSONNEL





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INTRODUCTION

The Bureau of Personnel administers a personnel management program for some 7,000 full-time employees in the Department of Public Works. Its objectives are to manage personnel matters for the Board of Public Works and its bureaus, and assure compliance with applicable personnel policy, rules and legislation.

The Bureau's basic responsibilities are assigned to five divisions as follows:

RECORDS and PLACEMENT (17 positions) - process and maintain personnel records for all Department employees, and assist in placing eligible personnel in vacant positions.

LIAISON SERVICES (5 positions) - hold conduct review meetings on disciplinary matters and make appropriate recommendations to management; assist staff and management of the bureaus in resolving personnel problems; provide counseling for employees with alcohol and drug abuse problems.

AFFIRMATIVE ACTION (3 positions) - coordinate the development of goals and programs for the Public Works Affirmative Action Plan; work with bureau representatives and management on alternatives for improving minority representation and equitable treatment of employees within the Department; conduct a worker's compensation rehabilitation program.

TRAINING, EMPLOYEE RELATIONS AND MANAGEMENT SERVICES (4 positions) - conduct and coordinate training courses for Public Works employees; conduct hearings on grievance matters and make appropriate recommendations to management; represent Department management in the meet and confer process with employee organizations; conduct research studies and prepare written personnel policies, personnel directives and office procedures.

ADMINISTRATIVE SERVICES (10 positions) - provide administrative support for internal operations of the Bureau; coordinate processing of applications and administer rules for the City's Contract Truck Program.

The Bureau has a staff of 43 regular positions (including the Director, Assistant Director, and two secretarial positions), and a 1976-77 budget of \$658,706.

This is the third management audit of the Bureau. Previous audits were conducted in 1964 and 1971.

Cooperation extended by the Bureau staff in the conduct of this audit is appreciated.

SUMMARY

The Bureau of Personnel provides necessary central staff support to the Board of Public Works and its various bureaus. Overall, Bureau management and staff effectively carry out responsibilities assigned by the Board of Public Works, and are responsive to the personnel management needs of the operating bureaus they support. All activities of the Bureau were reviewed in the course of this audit. However, the audit report deals only with those aspects of the Bureau's operation where improvement is seen to be desirable and reasonably achievable.

A counseling program for employees with alcohol and drug abuse problems was established in the Bureau one year ago to work with employees whose drinking habits adversely affect their productivity on the job. Public Works supervisors should be advised of their responsibility to confront those who have a drinking problem, and encouraged to refer them to the counseling program. An attempt should be made to formulate objective criteria for evaluating the impact of counseling on productivity factors such as sick-time usage and worker's compensation.

The Bureau is responsible for coordinating the Affirmative Action Plan of the Public Works Department. Projects have been initiated Department-wide, which have substantial merit in concept, but require considerable time and effort on the part of supervisors and employees. The actual value of such projects in the future should be tested on a pilot basis in one or two bureaus before they are applied on a large scale throughout the Department.

The Department has an extensive procedure for the review and approval of employee selection memos. The nature of processing delays should be identified and corrected, and an "exception" basis of review and approval should be applied.

In order to assure that proper attention is given to the affirmative action program, those assigned as bureau affirmative action coordinators should have adequate time available to assume increasing bureau responsibilities for planning and implementing affirmative action programs.

Classroom training is offered to Public Works supervisors, based upon nominations by the bureau directors. A system should be established to insure that new supervisors are scheduled for training within three to four months after their appointment. Additional emphasis should be given to course content regarding supervisory handling of grievance and discipline matters.

The Bureau is in compliance with all applicable Executive Directives and CAO Rules which prescribe uniform policy and procedures for all City departments.

The Bureau has established and is continuing to refine seven Measures of Effectiveness (MOE) for its activities. As a staff agency, Bureau services have little direct impact upon the public but

have considerable bearing upon the ability of the Board and its operating bureaus to accomplish their objectives. The Bureau MOE's measure only the ability to provide support services in a timely manner. They provide no basis for judging the quality of those services.

This audit report has been reviewed by the Director of Personnel, the President Board of Public Works and the Public Works Commissioner assigned as liaison to the Bureau of Personnel. In general, they have agreed with the report and its recommendations.

RECOMMENDATIONS

It is recommended that the Board of Public Works:

1. Instruct bureau directors to insure that staff members assigned as Affirmative Action Coordinators have adequate time to actively plan and coordinate the implementation of bureau affirmative action projects.
2. Instruct the Personnel Director to identify delay factors in the processing of employee selection memos, and to recommend procedural changes which will allow an "exception" basis of review and approval.

It is recommended that the Personnel Director Public Works:

3. Establish as a general procedure for future Bureau-initiated affirmative action projects, that they be tested and evaluated on a pilot basis within one or two bureaus before an attempt is made to apply them Department-wide.
4. Establish a procedure to assure that all new Public Works supervisors are given formal instruction in supervisory practices within three to four months of their appointment. Provide follow-up to assure that classroom training is implemented on the job.
5. Adjust the content of supervisory training classes to emphasize the proper handling of grievance and discipline matters.
6. Establish a policy for employees referred by Conduct Review Boards to the Alcohol and Drug Abuse Counseling Program, whereby in order to avoid further disciplinary action they are expected to bring their drinking problems under control within a specified period of time.
7. Instruct the Personnel Analyst assigned to the Alcohol and Drug Abuse Counseling Program to:
 - a. Develop an approach to advise Public Works supervisors of their responsibility to identify and deal with those who have drinking and drug abuse problems on the job.
 - b. Establish objective criteria for evaluating program effectiveness in controlling employee drinking and drug abuse habits which adversely affect their on-the-job productivity.

EVALUATION

Role and Organizational Status

The Bureau of Personnel provides a necessary central staff service for the Department of Public Works. It formulates implementation procedures to carry out personnel policies of the Board, and it supports the personnel management function of the bureaus. Without a central staff to advise and assist the Board on personnel matters, the Board's effectiveness in assuring proper and uniform implementation of its policies would be severely restricted. Further, the various Public Works bureaus would probably need to add staff to handle their own personnel transactions, and the Personnel Department would probably have to increase the level of service beyond what is now required.

Though there is little question of the need for a central staff personnel agency in Public Works, there is uncertainty regarding the appropriateness for such an agency to have full Bureau status. This matter will be considered in greater detail within the context of an audit of the management of the Department of Public Works, recently approved by the City Council.

Affirmative Action

The Board of Public Works has consistently supported an aggressive Affirmative Action Plan to assure equal treatment for all employees, increase the employment representation of minorities and women in Public Works and enhance their upward mobility. Under direction from the Board, the Bureau of Personnel is responsible for coordinating the administration of the Plan.

The Bureau has a full-time staff of three assigned to develop and guide the implementation of procedures in support of Board policy on affirmative action. They review examination bulletins for affirmative action impact, assist in recruiting minority and women candidates for Public Works jobs, and conduct periodic meetings with bureau affirmative action representatives to discuss problems and disseminate information on new policies or projects.

In recent months the staff has been working on two projects with significant potential affirmative action impact. Some 1200 supervisors in the Department were recently surveyed by written questionnaire to assess their involvement and approach to routine supervisory practices such as assigning work to employees, probationary and annual performance evaluations, discipline and grievance handling. The objective is to identify and correct those practices which are, or may be, discriminatory.

A career counseling program is also being developed in an effort to help Public Works employees plan for their own upward mobility. Each civil service class used in Public Works has been analyzed in terms of qualifying work experience and promotional opportunities. A complete summary of this information has been prepared and will be distributed to Department supervisors for reference in counseling employees on career goals.

Both the supervisory practices survey and the career counseling program have substantial merit in concept, because they link affirmative action goals with the concepts of progressive personnel management. They aim to help supervisors relate more closely to the individual needs of their employees. However, any real success of these programs will depend upon their acceptance by field supervisors, many of whom may have little or no experience in employee development techniques. A creative training and indoctrination effort will be necessary if the concepts of employee development are to become a permanent aspect of supervision in Public Works.

These projects have required and will continue to require considerable time and effort on the part of both supervisors and employees. This effect, combined with as yet undemonstrated benefits, may create a negative attitude among managers responsible for the productivity of their employees. Future projects of this sort should be scaled down for testing and implementation in one or two receptive bureaus before any attempt is made to apply them Department-wide. (See Recommendation No. 3)

In July, 1975, an extensive procedure was initiated for the interview and selection of Public Works employees. Interviewers must complete a training course to help them evaluate candidate skills and abilities as they relate to specific job requirements. They prepare for the interviews by drafting task statements, listing required qualifications and formulating questions to objectively evaluate each candidate. A record of each interview is kept, comparing the qualifications of each eligible. Finally, a selection memo is drafted explaining the criteria for the interviewer's selection of one candidate over another, based upon the interviews. Each selection memo is signed by the Bureau Director, then transmitted to the Bureau's liaison Public Works Commissioner and the Bureau of Personnel for review and approval.

The selection interview procedure is an excellent method for assuring that supervisors know the job requirements of the positions for which they are interviewing candidates, and that they objectively evaluate each candidate's skills and abilities. However, there have been some complaints from the bureaus about the amount of time required to develop selection memos and have them approved. One person indicated,

The selection process as it is now administered seems to be excessively time consuming. We have lost capable candidates to other departments who are able to make selections much quicker because their procedures are less complex and require fewer reviews and approvals. This is particularly true in such classes as Messenger Clerk, Clerk Typist, Clerk Steno, Administrative Assistant, etc., where the candidates are interviewing with several departments.

Well over 90% of the selection memos are approved without modification. Since directors review each memo for positions in their bureaus, perhaps they should be held accountable for meeting the intent of Board policy, without a follow-up review by the Bureau of Personnel and the respective Board Commissioner in each instance. An "exception" basis of review would probably be more appropriate. (See Recommendation No. 2.)

Anticipated future activities of the Bureau's Affirmative Action Division are likely to involve many broad aspects of personnel management. Even now the Division plans to develop an expanded training program for new supervisors which will integrate concepts of affirmative action with other aspects of personnel management. This will certainly involve the Bureau staff responsible for ongoing training programs. Also, as the affirmative action aspects of supervisory practice are reviewed and perhaps modified, the Bureau's Liaison Services Division will likely become more involved. As affirmative action becomes more a part of ongoing personnel management functions, a separate Affirmative Action Division may no longer be necessary.

In August, 1976, the Public Works Affirmative Action Plan was amended in two very significant respects. The basis for setting quantitative goals was modified, and the responsibility of bureau managers and affirmative action representatives was increased.

Quantitative goals were previously established to achieve population parity in all occupational categories within a five-year period. It was assumed that the Department's work force would remain fairly constant, that sufficient minority and women candidates would be available and qualified to fill vacant positions and that a rather high rate of turnover experienced from 1968-69 through 1972-73, would continue. All assumptions proved to be incorrect. The recent economic climate has drastically lowered turnover rates. Insufficient numbers of qualified minorities and women have been available, especially for promotional openings. Budget cuts have reduced employment levels in all categories, especially in the paraprofessional classes which are the mainstay of a transition program to increase the number of minorities and women in technical and professional positions. As a result, the percentage of minorities and women employed in the Department showed little increase during the 1975-76 fiscal year. See attached Appendix A.

As of August, 1976, the basis for setting quantitative goals has been modified to reflect more recent turnover rates and the actual ethnic mix of qualified candidates for Public Works positions. In effect, goals will be much more realistic. This should relieve some of the pressure which has engendered considerable apprehension among bureau personnel over affirmative action in the past. Revised quantitative goals were to be established by October, 1976.

Bureau directors and affirmative action coordinators now have responsibility for setting and meeting their own numerical and qualitative affirmative action goals. Previously, quantitative goals were established Department-wide and each bureau was expected to set goals in line with the overall plan which, as noted, was overly

optimistic. Little initiative was required of bureau managers to formulate quantitative goals based upon their unique employment situations, and there was little incentive to plan and follow through on qualitative programs. The decentralization of responsibility for affirmative action goals and programs should concentrate efforts on the specific problems and potentials of each agency.

In line with increased bureau responsibility, consideration should be given to designating affirmative action coordinators at a staff level more appropriate for the degree of involvement required. Presently, assistant bureau directors serve as affirmative action coordinators. Even now, responsibility in many cases is delegated to lower level staff members to attend meetings and prepare related reports. In order to give proper attention to the affirmative action program, coordinators should have more time to work on program planning and implementation. (See Recommendation No. 1.)

The Bureau of Personnel has a relatively small staff, and a low level of turnover except among the Office/Clerical classes where minority and female representation is already high. Women are well represented in the professional classes. Five year quantitative goals were to be established in October, 1976. The composition of the Bureau's labor force as of June, 1976, is shown in attached Appendix B.

The Bureau recently established an Advisory Affirmative Action Committee to evaluate and recommend proposals for improving representation and upward mobility of minorities and women. Similar committees are being established throughout the Public Works Department. The Bureau's Committee has recommended changes, regarding time-in-grade requirements for promotion, and procedures for filling vacancies in Public Works which would give interested employees an opportunity to broaden their experience. The Committee is also considering recommendations for job rotation as part of an upward mobility training program.

Overall, despite the lack of numerical increases in minority and female employment, the Personnel Bureau has an active and worthwhile qualitative affirmative action program.

Training

The Bureau's training staff conducts classes for Public Works supervisors and other employees designed to enhance their knowledge and skills in a variety of areas such as civil service procedure, grievance handling, counseling and discipline, affirmative action and employee relations. Outside speakers are periodically invited to lecture on areas requiring special expertise. The staff also provides information to the bureaus regarding classes scheduled by the Personnel Department and other agencies.

The basic supervision courses offered by the Bureau run typically for three months and cover some 32 hours of instruction. Classes are held once weekly for 2-1/2 hours.

Presently, there is no procedure to assure that new supervisors are enrolled for management training within a reasonable period from the date of their appointment. Many of them have had little prior exposure to the techniques of supervision. Without formal training, they learn by trial and error on the job. One employee has indicated that supervisory training should be scheduled for new supervisors prior to the time they complete probation. The degree to which they are able to apply what they learn could then be used in making probationary evaluations.

This suggestion would provide an excellent means of assuring follow-up to see that classroom training is translated to effective on-the-job supervision. The Bureau's Affirmative Action Division recently identified each of the supervisory positions in Public Works. Since the Bureau is aware of all appointments made within the Department, it should be relatively simple to establish a systematic way to insure proper training for supervisors within three to four months after appointment. (See Recommendation No. 4.)

Staff members have indicated a need to intensify training for supervisors in grievance and discipline handling. Faulty supervisory techniques can and have generated problems in the field which require substantial time and effort to resolve. If grievance and discipline matters are not properly resolved by first-line supervisors, they can adversely affect employee confidence in supervision, and can easily mushroom into broader problems of employee-management relations. Again, such training should be aimed first at new supervisors. (See Recommendation No. 5.)

The classroom and preparation time required to present many of the repetitive training classes may not fully warrant the level of staffing authorized. A review of staffing requirements will be made in connection with the 1977-78 Budget.

Both the Personnel Department and the Public Works Personnel Bureau offer training courses in affirmative action, grievance handling and supervisory development. Training staff of the two agencies should review together the content of common subject material to assure that duplication is avoided.

An audit of training programs in all City departments will be scheduled at a later date to evaluate their impact upon operational effectiveness and productivity.

Records and Placement

The Records and Placement Division processes and maintains personnel documents for all Public Works employees. There is a steady flow of paperwork through the Division, involving a great variety of forms and processing procedures. Despite the apparent routine nature of activities, the staff seems to be under constant pressure to keep up with the work load. Much of this is apparently due to a relatively high turnover rate, which requires the supervisors to spend considerable time training new employees. Since March, 1976, there has been nearly a 40% turnover of personnel in the Division.

Seven assigned CETA clerical positions have enabled the Division to meet deadlines which impact payroll and other crucial personnel matters. The positions were authorized to assist in processing the added paperwork requirements associated with the hiring of CETA employees throughout the Public Works Department. They may be eliminated when the CETA program is concluded, at which time analysis of the Division's work load should be conducted to assess the adequacy of staffing.

Alcohol and Drug Abuse Counseling

For several years the Medical Services Division of the Personnel Department has conducted a program of alcoholic counseling and referral services for City employees. In July, 1975, the Board of Public Works noted that the program was insufficiently staffed to deal effectively with the drinking problems of Public Works employees and instructed the Director, Bureau of Personnel to organize and conduct a separate Public Works alcoholic counseling program.

The program objective is to minimize productivity losses due to employee drinking habits which adversely impact on-the-job performance.

One position of Personnel Analyst in the Bureau has been assigned, full-time, to conduct the program. Referred employees are counseled on the impact of alcoholism, both on themselves and on their job productivity. Those who admit to having a drinking problem, and are willing to work on it, may be referred to a professional agency for extended treatment, or may be assisted in establishing a self-help program. Those who refuse to participate are subject to disciplinary action if they later become a problem on the job due to their drinking habits.

After one year of operation, the program caseload is nearly 200 and rising. Roughly one-fourth of the clients are referred due to discipline problems on the job, where alcoholism is suspected to be a contributing factor. The others are contacted when notice is received that they have been arrested for driving under the influence of alcohol, or on some other charge involving drunken behavior.

A caseload based primarily on arrest reports covering employee behavior off-the-job only indirectly meets the objectives of the program, and may violate individual rights to privacy. Priority should be given to identifying and counseling those whose drinking habits obviously impair their productivity at work.

The Personnel Analyst conducting the program has indicated that many supervisors may not even be aware that counseling is available, or may be hesitant to confront employees who come to work under the influence and/or drink on the job. An effort should be made to convince them of the value counseling may have in alleviating discipline problems, and to advise them of their responsibility to confront those who have on-the-job drinking problems. (See Recommendation No. 7a.)

Now that the counseling program has concluded a trial year, if it is to become an ongoing Bureau activity it should be identified as such and submitted for review by the Mayor and Council in the budget process. Also, an attempt should be made to develop criteria for judging program merits. Although the benefits may be somewhat intangible, the impact on sick-time usage, worker's compensation and other aspects of job productivity can perhaps be objectively evaluated. (See Recommendation No. 7b.)

On occasion, employees referred to the program as an alternative to disciplinary action have either refused assistance or failed to cooperate fully with the counselor. In such cases an improvement schedule should be established which is flexible and left to the discretion of the counselor, but employees should be advised that their failure to cooperate may result in disciplinary action if subsequent on-the-job difficulties arise from their drinking behavior. (See Recommendation No. 6.)

Finally, counseling services should be restricted to problems which stem primarily from employee drinking and/or drug abuse habits. Several people have recently come for counseling on what appear to be family and financial problems. Given the program objective, limited staff and a significant caseload, expansion of the program in response to other basic personal problems is not warranted without approval from the Mayor and Council.

CITY OF LOS ANGELES
DEPARTMENT OF PUBLIC WORKS
QUANTITATIVE AFFIRMATIVE ACTION GOALS

Occupational Category	Employees as of 6-30-75 No. %	GOALS 1975-76 No. %	Employees as of 6-30-76 No. %
OFFICIALS/ADMIN.			
No. of Employees	59		55
Caucasians	54 -91.5		50 -90.0
Blacks	1 1.7	2 3.4	1 1.8
Spanish-Surnamed	2 3.4	4 6.8	2 3.6
Asian Americans	2 3.4	2 3.4	2 3.6
American Indians			
Women	1 1.7	6 10.2	1 1.8
Men	58 -98.3		54 -98.2
PROFESSIONAL			
No. of Employees	899		876
Caucasians	633 -70.4		607 -69.3
Blacks	32 3.5	54 6.0	31 3.5
Spanish-Surnamed	65 7.2	81 9.0	65 7.4
Asian Americans	154 -17.2	NGS	157 -18.0
American Indians		NGS	13 1.5
Women	26 2.9	94 10.1	30 3.4
Men	899 -97.1		843 -96.6
TECHNICIAN			
No. of Employees	674		648
Caucasians	441 -65.8		422 -65.1
Blacks	68 -10.0	75 5.9	66 -10.2
Spanish-Surnamed	68 -10.0	76 11.2	66 -10.2
Asian Americans	86 -12.8	NGS	83 -12.8
American Indians	8 1.0	NGS	7 1.1
Women	40 5.9	86 12.8	38 5.9
Men	634 -94.1		610 -94.1
PROTECTIVE SERVICES			
No. of Employees	109		105
Caucasians	17 -15.8		17 -16.2
Blacks	72 -66.0	NGS	70 -65.7
Spanish-Surnamed	18 -16.5	NGS	15 -14.3
Asian Americans	1 0.9	1 .9	1 1.0
American Indians		NGS	
Women	8 7.3	15 13.8	8 7.6
Men	101 -92.6		97 -92.4
PARAPROFESSIONAL			
No. of Employees	23		17
Caucasians	7 -30.5		5 -29.4
Blacks	7 -30.5	NGS	4 -23.5
Spanish-Surnamed	5 -21.7	NGS	6 -35.3
Asian Americans	3 -13.0	NGS	1 5.9
American Indians	1 4.3	NGS	1 5.9
Women	15 -65.2	NGS	10 -58.8
Men	8 -34.8		7 -41.2

Occupational Category	Employees as of 6-30-75		GOALS 1975-76		Employees as of 6-30-76	
	No.	%	No.	%	No.	%
OFFICE/CLERICAL						
No. of Employees	642				598	
Caucasians	249	-38.4			232	-38.8
Blacks	219	-34.4	NGS		207	-34.6
Spanish-Surnamed	109	-17.2	NGS		98	-16.4
Asian Americans	58	- 9.0	NGS		54	- 9.0
American Indians	4	- 0.6	NGS		3	- 0.5
Women	484	-75.4	NGS		445	-74.4
Men	158	-24.6			153	-25.6
SKILLED CRAFT						
No. of Employees	1861				1749	
Caucasians	1070	-57.1			969	-55.35
Blacks	495	-27.0	NGS		480	-27.4
Spanish-Surnamed	210	-11.3	228	12.2	200	-11.5
Asian Americans	65	- 3.5	69	3.7	68	- 3.95
American Indians	17	- 0.9	NGS		17	- 0.95
Women	3	- 0.15	153	8.2	3	- 0.2
Men	1858	-99.85			1746	-99.8
SERVICE/MAINTENANCE						
No. of Employees	4035	-			3820	
Caucasians	622	-15.3			566	-14.8
Blacks	2763	-68.5	NGS		2636	-69.0
Spanish-Surnamed	575	-14.3	NGS		534	-14.0
Asian Americans	53	- 1.3	79	1.9	52	- 1.4
American Indians	10	- 0.2	12	.2	9	- 0.2
Women	121	- 3.0	424	10.5	117	- 3.0
Men	3918	-97.0			3703	-97.0

NGS DENOTES "NO GOAL SET"

NOTE: 5-year goals will be set by individual bureaus. They will be reported in the First Quarterly Progress Report for Fiscal Year 1976-77.

Department goals will be established by combining the goals of the individual bureaus.

COMPOSITION OF THE BUREAU OF
PERSONNEL LABOR FORCE
as of June, 1976

	<u>Caucasian</u>		<u>Black</u>		<u>Spanish-Surname</u>		<u>Asian</u>		<u>American Indian</u>		<u>Other</u>		<u>Female</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Officials/Admin.	2	100.0	0	0	0	0	0	0	0	0	0	0	0	0
Professionals	12	85.8	1	7.1	1	7.1	0	0	0	0	0	0	5	35.7
Office Clerical	8	24.2	13	39.4	6	18.2	5	15.1	0	0	1	3.1	32	97.0
Paraprofessionals	0	0	0	0	0	0	0	0	1	100.0	0	0	1	100.0
Serv. Maintenance	<u>0</u>	<u>0</u>	<u>1</u>	<u>100.0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>1</u>	<u>100.0</u>
TOTAL	22	43.1	15	29.4	7	13.7	5	9.8	1	2.0	1	2.0	39	76.5

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